

# Joint Meeting of MTC Planning Committee and ABAG Administrative Committee Merger Study

February 26, 2016

9:00 am



Association  
of Bay Area  
Governments



METROPOLITAN  
TRANSPORTATION  
COMMISSION

Management  
Partners



# Meeting Agenda

- Merger study update
- Functional organization charts
  - MTC
  - ABAG
- Major metropolitan area land use and transportation planning agency profiles
- Sustainable communities strategies (SCS) and SB 375
  - Review of statutory duties and responsibilities
- Wrap-up and next steps



# Merger Study Update

- Conducted individual interviews
  - Committee members
  - MTC and ABAG executive directors, deputy directors, and planning directors
- Held joint committee workshop
- Held separate focus groups with MTC and ABAG planning staff
- Met with employee representation units for each agency
- Developed and began implementing a stakeholder engagement plan
- Issued a work plan

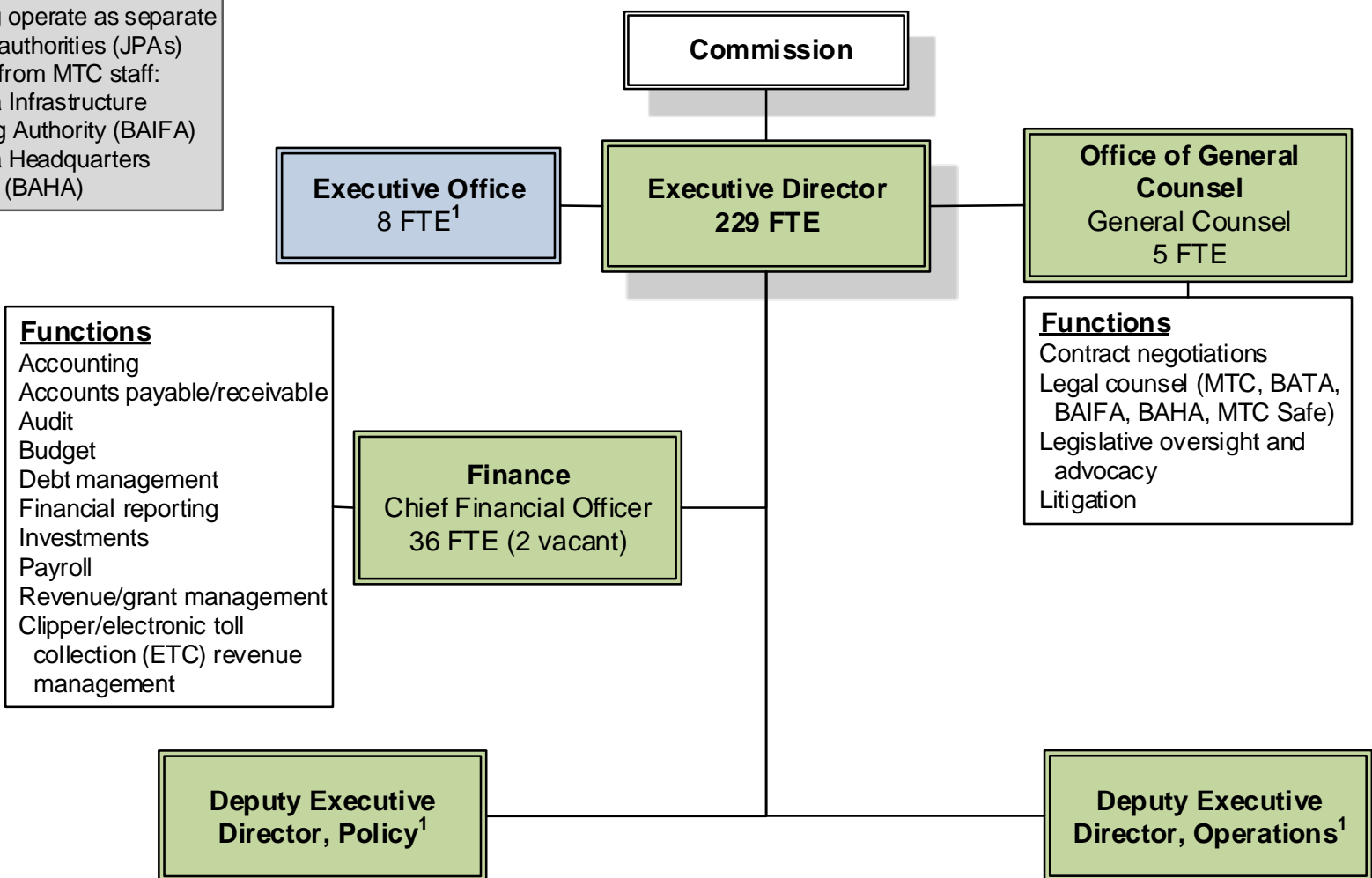
# Merger Study Update

- Developed a Merger Study Information Sheet and launched a project website – [www.mtcabagmergerstudy.com](http://www.mtcabagmergerstudy.com)
- Issued an elected officials electronic survey
- Obtained and analyzed financial information and conducted several meetings regarding financial forecasts
- Researched and profiled other major regional land use and transportation agencies
- Continued to obtain background information for alternative options and models

# Functional Organization Review: Metropolitan Transportation Commission

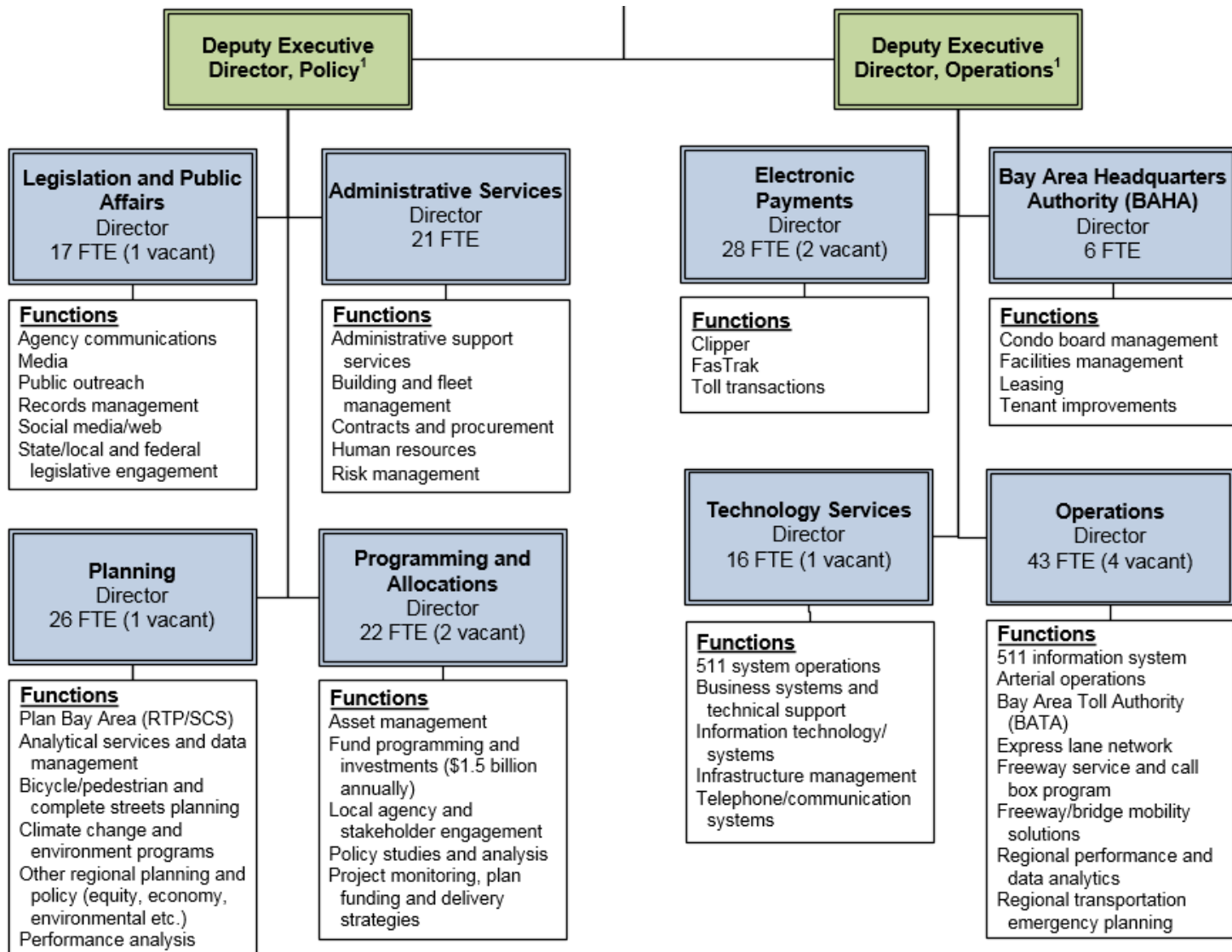
The following operate as separate joint powers authorities (JPAs) with support from MTC staff:

- Bay Area Infrastructure Financing Authority (BAIFA)
- Bay Area Headquarters Authority (BAHA)



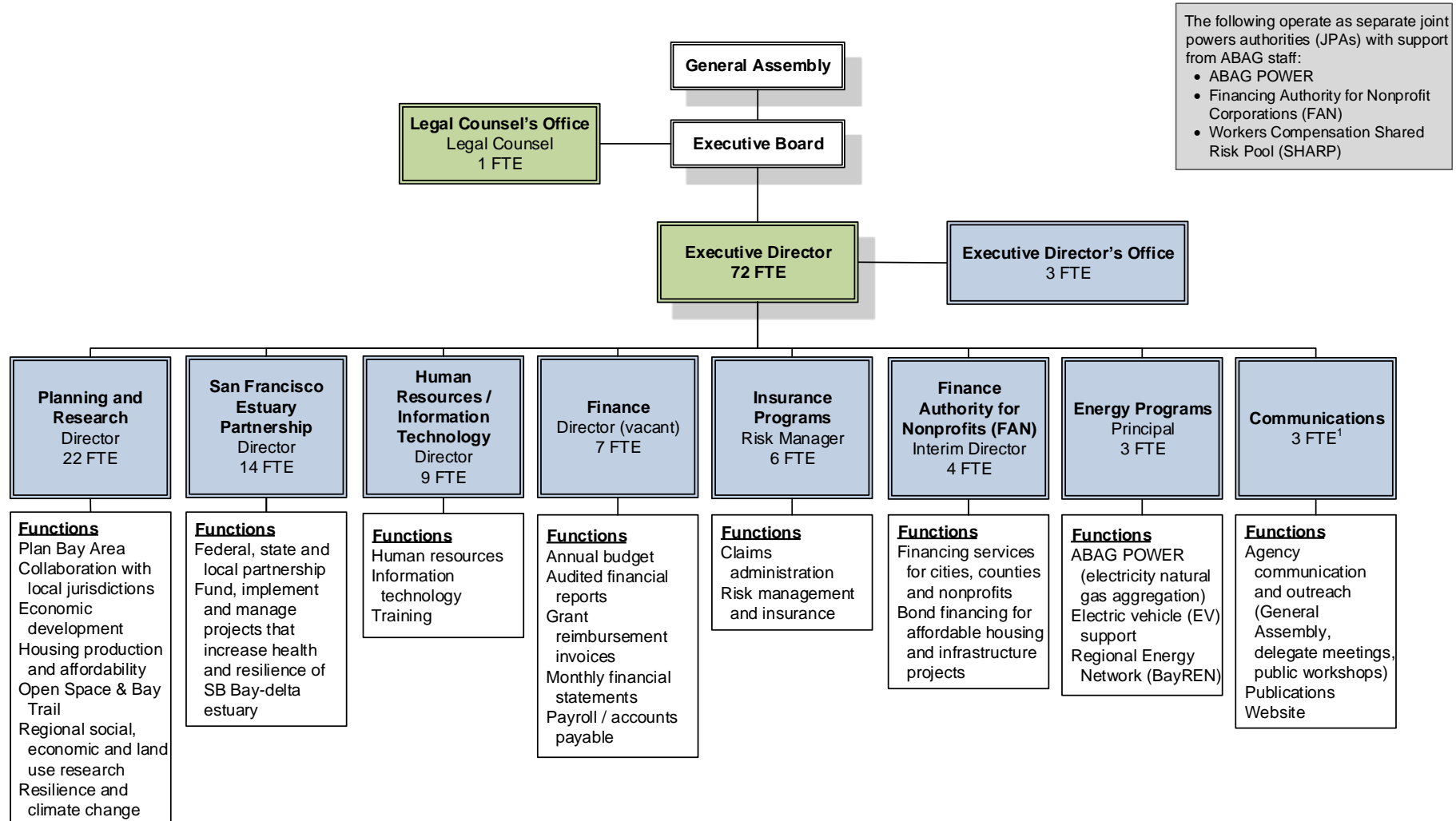
<sup>1</sup>Both Deputy Director positions are included in the total FTE count for the Executive Office

# Functional Organization Review: Metropolitan Transportation Commission (continued)



<sup>1</sup>Both Deputy Director positions are included in the total FTE count for the Executive Office

# Functional Organization Chart: Association of Bay Area Governments



<sup>1</sup>The Deputy Executive Director positions is allocated to the Executive Director's Office, but supervises the Communications team (3 FTE)

# Other Agency Profiles

- To provide background information and inform the discussion about alternative options
- High level overview; individual profiles provide more information
- 15 metropolitan planning organizations (MPOs) nationally serve a region greater than 3 million; three in CA\*
- More research and information is warranted



# Agency Profiles

Organization	Number of Cities and Counties Served	Population Served	Land area served (square miles)
Metropolitan Transportation Commission (MTC)	Cities: 101 Counties: 9	7,150,828	7,485
Association of Bay Area Governments (ABAG)			
Sacramento Area Council of Governments (SACOG)	Cities: 22 Counties: 6	2,274,557	6,189
Southern California Association of Governments (SCAG)	Cities: 191 Counties: 6	18,051,203	38,649
San Diego Association of Governments (SANDAG)	Cities: 18 Counties: 1	3,095,271	4,260
The Chicago Metropolitan Agency for Planning (CMAP)	Cities: 284 Counties: 7	8,453,793	4,137
Metropolitan Washington Council of Governments (MWCOC) / National Capital Transportation Planning Board (TPB) <sup>1</sup>	Cities: 12 Counties: 8 + District of Columbia	4,586,770	3,558
Puget Sound Regional Council (PSRC)	Cities: 73 Counties: 4	3,690,866	6,384

# Budgets and Staffing

Organization	Annual operating expenditures (FY 2015-16)	Annual revenue from membership dues/assessment	Total employees (FTE)
MTC (Bay Area)	\$64,346,402 <sup>1</sup>	Not applicable	229
ABAG (Bay Area)	\$27,000,000	\$1,896,622 (7.1% of total)	73
SACOG (Sacramento)	\$33,327,738 <sup>2</sup>	\$424,530 (1.1% of total)	57 positions
SCAG (Southern CA)	\$51,117,432	\$1,922,576 (3.8% of total)	139
SANDAG (San Diego)	\$1,395,717,251 <sup>3</sup>	\$2,683,122 (0.2% of total)	353.6
CMAP (Chicago)	\$18,674,688 <sup>4</sup>	\$250,000 (1.4% of total)	104.5
MWCOG / TPB (Washington DC)	\$25,899,624 <sup>5</sup>	\$3,766,255 (13.4% of total)	131.8
PSRC (Puget Sound)	~\$13,702,000 <sup>6</sup>	~\$1,564,500 <sup>6</sup> (11.4% of total)	75.0

*Note: Annual operating expenditures are not necessarily comparable.  
See footnotes on following slide for details.*

# Annual operating expenditures are not necessarily comparable

- <sup>1</sup>Annual operating expenditures from adopted MTC 2015-16 Operating Budget; MTC is responsible for an annual budget of over \$900 million, including other component units such as Bay Area Toll Authority (BATA), Bay Area Infrastructure Financing Authority (BAIFA), and Bay Area Headquarters Authority (BAHA).
- <sup>2</sup>SACOG's annual operating expenditures exclude a reported \$14,394,886 in pass-through funds; the total reported for FY 2015-16 including pass-through funds was \$47,722,624.
- <sup>3</sup>This figure does not represent a comparable operating budget to the other agencies profiled. SANDAG is responsible for the design and construction of the regional transportation network and these costs significantly increase the agency's reported annual operating expenditures. In the table, SANDAG's reported annual operating expenditures include \$283 million in TransNet expenditures (half-cent sales tax authority) and \$1.0 billion in direct project costs, both of which differentiate it from the other agencies profiled. Similar to the other annual operating expenditures reported in the table, the figure does not include reported pass through funds (\$7,165,026).
- <sup>4</sup>CMAA's annual operating expenditures provided in the table includes an additional \$1,219,269 in in-kind services in addition to the reported \$17,455,419 in operating expenditures. This amount excludes another \$4,414,270 in pass through grants.
- <sup>5</sup>MWCOG's annual operating expenditures provided in the table exclude agency reported pass through funds, including \$1,064,400 for local jurisdictions, \$1,165,800 in user payments and promotions, and \$28,900 in equipment and other costs.
- <sup>6</sup>PSRC has a biennial budget that reports \$27,404,000 in amended operating expenditures and \$3,129,000 in revenue from membership dues over the course of a two-year period. In the table, the reported annual operating expenditure for FY 2015-16 is estimated as half these amounts.

# Comparative Agencies: Functional Responsibilities

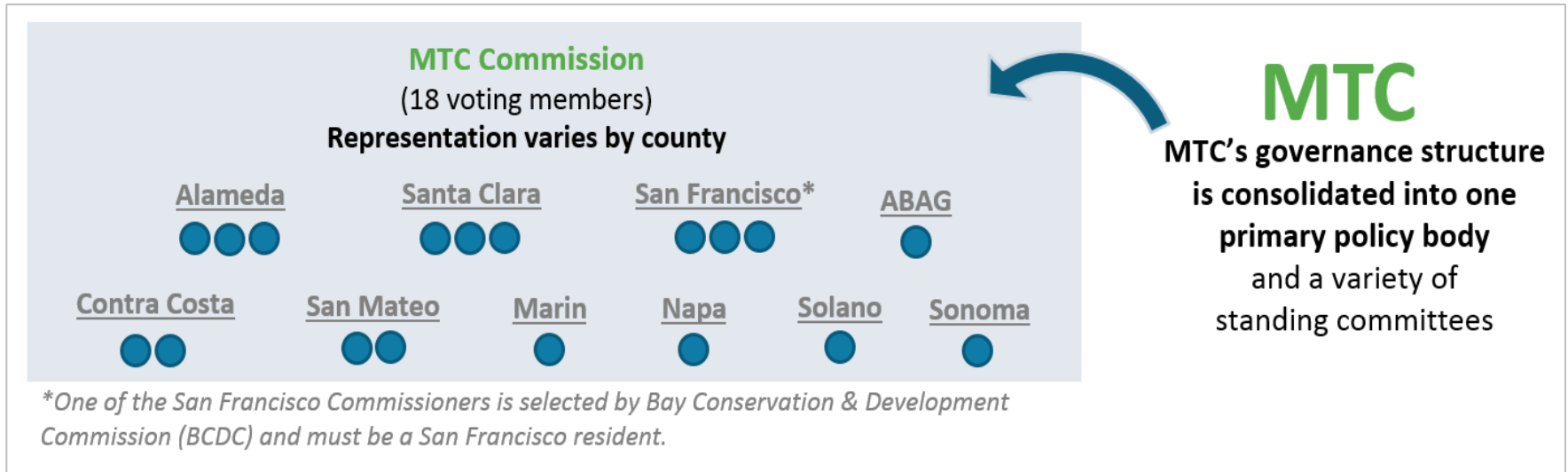
Organization	Federally-Designated MPO	Serves as the Regional Council of Governments (COG)	Regional Transportation Planning (State-designated RTPA in CA)	Regional Land Use Planning (SCS preparation in CA)	State Transportation Funding Allocation (Determines STIP Allocation in CA)	Determines RHNA in CA
MTC (Bay Area)	✓		✓	✓	✓	
ABAG (Bay Area)		✓		✓		✓
SACOG (Sacramento)	✓	✓	✓	✓	✓	✓
SCAG (Southern CA)	✓	✓	✓	✓	✓	✓
SANDAG (San Diego)	✓	✓	✓	✓	✓	✓
CMAP (Chicago)	✓	✓	✓	✓		Not applicable
MWCOG / TPB (Washington DC)	✓	✓	✓	✓		Not applicable
PSRC (Puget Sound)	✓	✓	✓	✓	✓	Not applicable

# Metropolitan Transportation Commission (MTC)



- Established in 1970 by the California Legislature
- 9 counties and 101 cities in Northern California
- Serves over 7.1 million people
- Federally designated metropolitan planning organization (MPO) and state-designated RTPA
- Regional transportation planning, investment, and coordination
- Other major operational responsibilities:
  - Bay Area Toll Authority (BATA)
  - Clipper<sup>®</sup>, FasTrak, and 511 Traveler Information
  - Bridge and highway operations
  - Express Lanes

# MTC Governance Structure

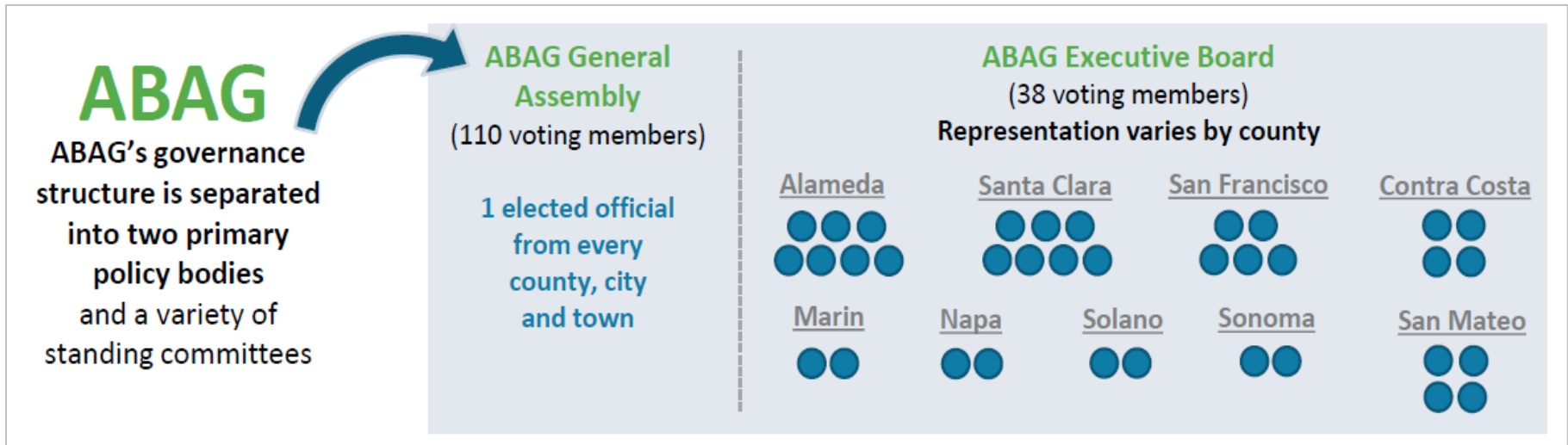


# Association of Bay Area Governments (ABAG)

- Established in 1961 by JPA
- 9 counties and 101 cities in Northern California
- Serves over 7.1 million people
- Regional council of governments (COG)
- Regional land use planning; including RHNA
- Resilience and climate change programs
- Special services to local government



# ABAG Governance Structure



*\*Once the president, vice president and immediate past president have been seated for their term, each county that they represent may appoint an additional board member to fill the remaining three seats on the 38-member board*

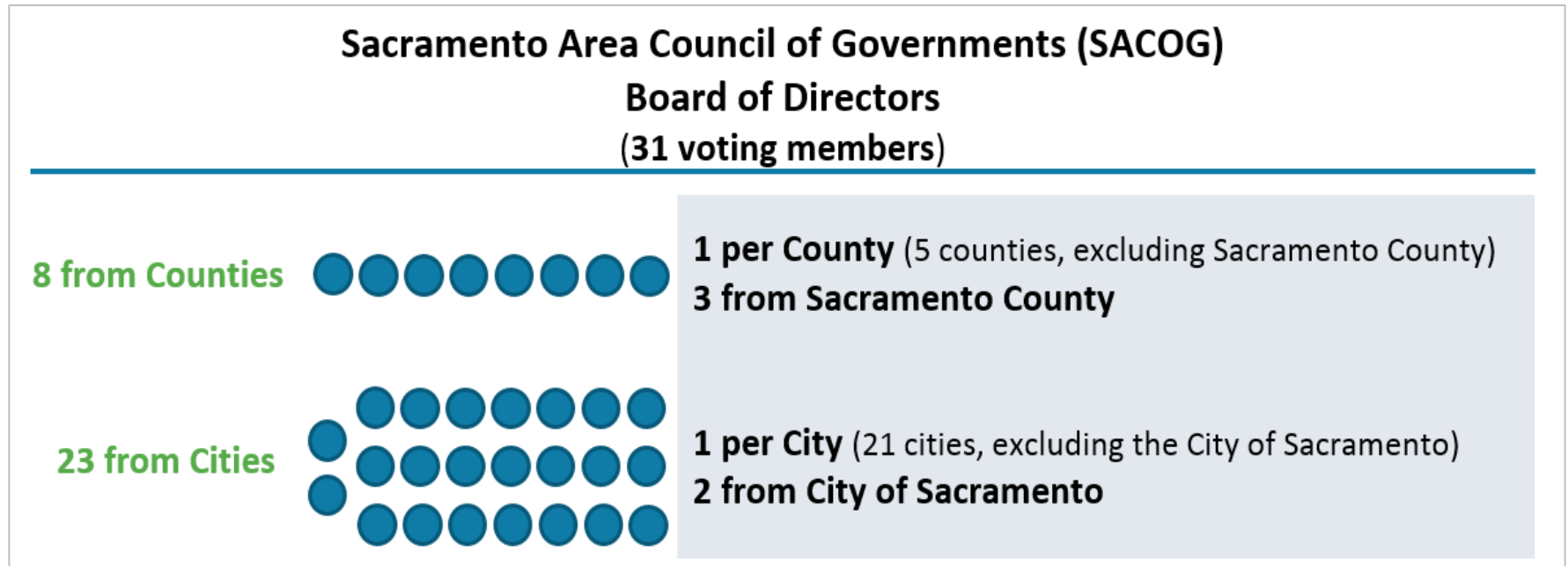


# Sacramento Area Council of Governments (SACOG)

- Established in 1981 by a JPA
- 6 counties and 22 cities in Northern California
- Serves over 2.2 million people
- Regional COG and MPO; serves as RTPA for 4 of 6 counties (MOU guides coordination of 3 RTPAs)
- Economic development
- Rural-Urban Connections Strategy (RUCS) includes rural and urban perspective



# SACOG Governance Structure



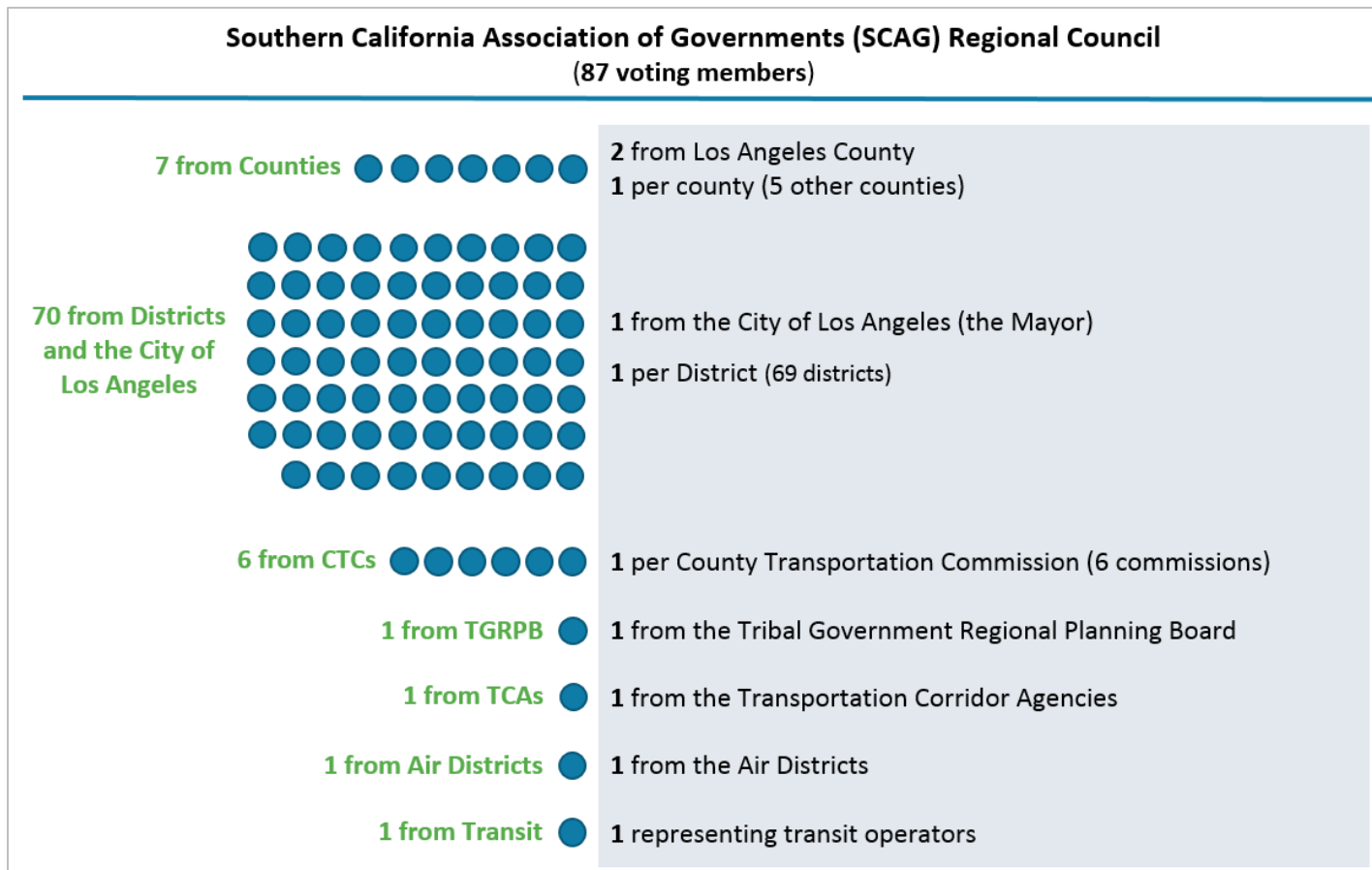
*\*Board affirmative vote requires 3-way majority of those present and voting:  
Population, counties and cities*

# Southern California Association of Governments (SCAG)

- Established in 1965 by a JPA
- 6 counties and 191 cities in Southern California
- Serves over 18 million people
- Nation's largest MPO
- Sub-regional COGs serve as conduits between SCAG and the cities and counties in the region
- County Transportation Commissions (CTCs) hold primary responsibility for programming and implementing transportation projects, programs and services



# SCAG Governance Structure



*Note: Districts are based on roughly equal population*

*\*Board affirmative vote requires simple majority of quorum (one-third of voting-eligible members).*

# San Diego Association of Governments (SANDAG)



- Originally established in 1966 by JPA
- Established under State law as a consolidated regional agency in 2003
- 1 county and 18 cities
- Serves over 3 million people
- Responsible for design and construction of portions of the regional transportation network
- Half-cent transportation sales tax (TransNet) authority
- San Diego-Coronado Bridge Toll Authority
- Criminal justice, interagency border coordination and border policy programs

# SANDAG Governance Structure

## San Diego Association of Governments (SANDAG) Board of Directors (21 voting members)



*\*Board affirmative vote requires 2 way majority of those present and voting:  
Simple majority of jurisdictions, majority of weighted vote (based on population)*

# Chicago Metropolitan Agency for Planning (CMAP)

- Established in 2005 by state legislation by consolidating two agencies:
  - Chicago Area Transportation Study (CATS) (transportation planning)
  - Northeastern Illinois Planning Commission (NIPC) (land use planning)
- 7 counties and 284 cities
- Serves over 8.4 people
- MPO Policy Committee is designated as the region's MPO
- Comprehensive regional planning agency
- Regional transit agency coordination
- Workforce development programs
- Affordable housing programs



# CMAP Governance Structure:

## Board of Directors

### Chicago Metropolitan Agency for Planning (CMAP) Board of Directors (15 voting members)

5 from City of Chicago



5 from City of Chicago (appointed by the Mayor)

5 from Cook County  
(outside of Chicago)



5 from Cook County (1 appointed by President of Board of Commissioners; 4 appointed by designated mayors in from each of four designated sub-regions)

5 from Other Counties



1 per County (appointed cooperatively by respective mayors and chief elected county officials)\*

*\*Board affirmative vote requires 4/5 (12) of the Board members in office*





# CMAP Governance Structure:

## MPO Policy Committee

### Chicago Metropolitan Agency for Planning (CMAP) MPO Policy Committee (21 voting members)

7 from Counties ●●●●●●●

1 per County (7 counties)

2 from Cities ●●

1 from Council of Mayors (COMs)\*

1 from City of Chicago Department of Transportation (CDOT)

2 from Federal Agencies ●●

1 from Federal Highway Administration (FHWA)

1 from Federal Transit Administration (FTA)

3 from Regional Agencies ●●●

2 from Chicago Metropolitan Agency for Planning (CMAP)

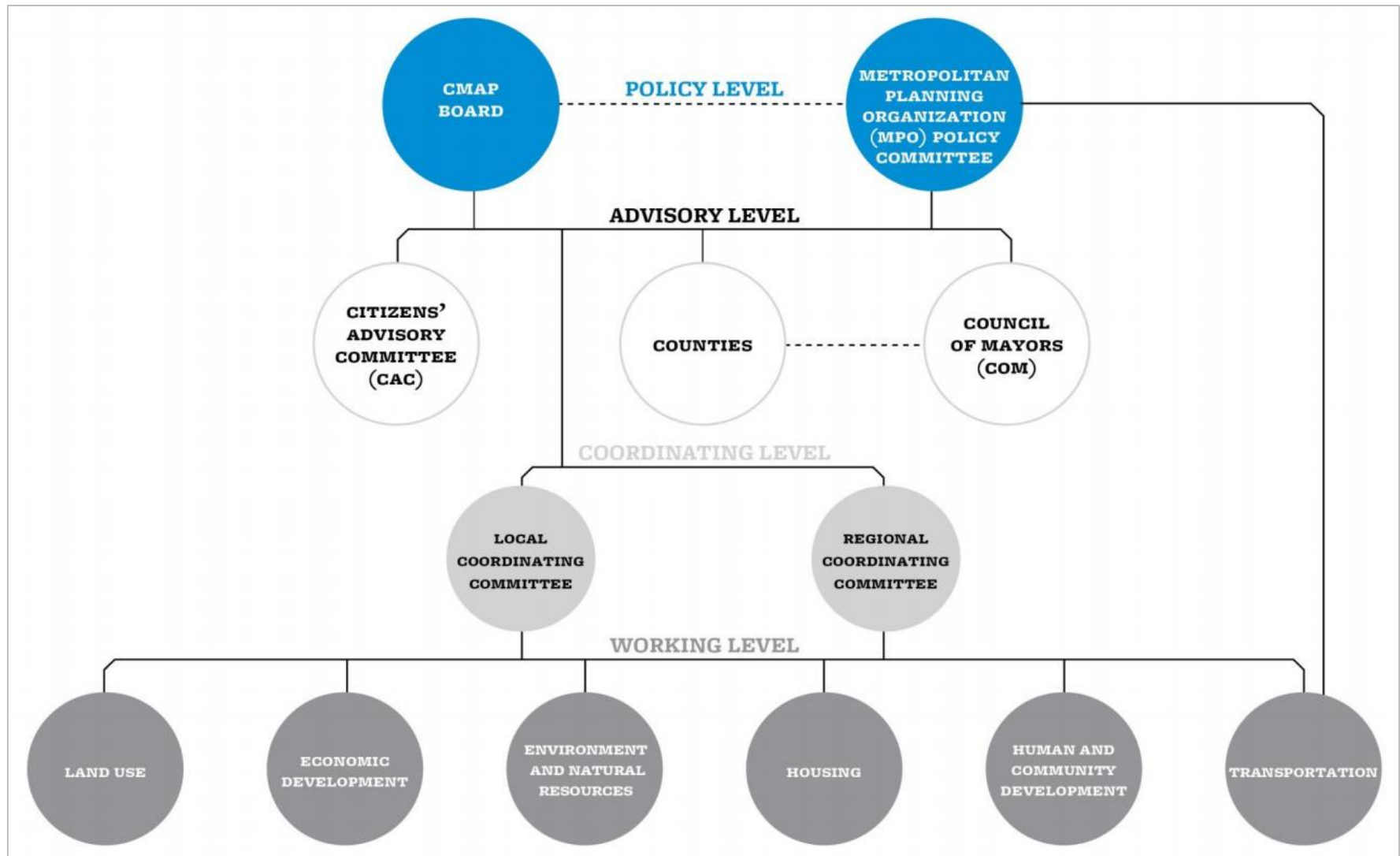
1 from Regional Transportation Authority (RTA)

7 from Operating Agencies ●●●●●●●

1 per Operating Agency:

- Chicago Transit Authority (CTA)
- Class 1 Railroad Companies
- Illinois Department of Transportation (IDOT)
- Illinois State Toll Highway Authority (ISTHA)
- METRA
- PACE
- Private Providers

# CMAP Governance Structure: Transportation Policy Decision Making



# Metropolitan Washington Council of Governments (MWCOCG) / National Capital Transportation Planning Board (TPB)

- Incorporated as an independent, nonprofit corporation in 1965
- Washington DC, 8 counties and 12 cities in in two states: Maryland and Virginia
- Serves over 4.5 million people
- Governing board includes state government representatives
- The designated MPO is an independent governing board that also serves as a MWCOCG Committee and relies on MWCOCG staff
  - National Capital Region Transportation Planning Board (TPB)
- Regional transit agency coordination
- Economic development coordination
- Child welfare advocacy
- Health and homeland security intergovernmental coordination



# MWCOG Governance Structure: Board of Directors

## Metropolitan Washington Council of Governments (MWCOG) Board of Directors (34 voting members)

4 from DC



4 from Washington DC

9 from large  
Counties



3 per large county (3 counties with a population over 600,000)

4 from mid-  
sized Counties



2 per mid-sized county (2 counties with a population between 300,000 and 600,000)

3 from small Counties



1 per small County (3 counties with a population under 300,000)

12 from Cities



1 per City (12 cities with a population under 300,000)

2 from State Legislature



2 members from the state legislature (1 from each state's General Assembly)

*\* Board generally operates on majority of those present; but any two Board members may request a weighted vote based on population (very rarely invoked)*

# MWCOG Governance Structure: Transportation Planning Board

## Transportation Planning Board (TPB) for the Washington DC Metropolitan Region (36 voting members)

5 from DC



5 from Washington DC (3 from Council, 1 staff Dept. of Public Works, and 1 staff)

12 from Counties



1 per county with a population less than 400,000 (6 counties)

2 per county with a population greater than 400,000 (3 counties)\*

12 from Cities



1 per City (12 cities)

4 from State Legislature



4 members from the state legislature (1 each from the Virginia and Maryland House and Senate)

2 from State DOT



2 from the State Department of Transportation (DOT) (1 each from Maryland and Virginia)

1 from MATA



1 from Washington Metropolitan Area Transit Authority



# MWCOG Governance Structure: Forward Coalition Membership

## MWCOG Region Forward Coalition Membership (60 members)

12 members from Maryland  
Local Governments



13 members from Virginia  
Local Governments



25+ Stakeholder Members



5 members from  
MWCOG/TPB Committees



3 members from  
Federal Government



2 members from  
Washington DC



# Puget Sound Regional Council (PSRC)



- Founded in 1991 by an inter-local agreement
- 4 counties and 73 cities (Seattle, Washington area)
- Serves over 3.6 million people
- Robust state and local mandates
- Executive Board includes voting members from the State and the Port
- Regional planning agency
- Economic development strategies
- Regional transit agency coordination

# PSRC Governance Structure

- PSRC General Assembly composed of cities, counties, tribal representation and statutory members (port authorities, and state transportation agencies)
- Weighted vote by population; must approve the following by 2/3 vote:
  - Budget, work program, regional transportation plan and growth management strategy



# PSRC Governance Structure

## Puget Sound Regional Council (PCRC) Executive Board (32 voting members)

### 7 from Counties



- 2 per large and mid-sized County (3 counties)
- 1 per small County (1 county)

### 19 from Cities



- 4 from Seattle
- 1 per mid-sized City (8 cities)
- 7 representing other small Cities and towns  
(with representation varying by County)

### 6 Statutory Members



- 1 from Port of Bremerton
- 1 from Port of Everett
- 1 from Port of Seattle
- 1 from Port of Tacoma
- 1 from Washington State Department of Transportation
- 1 from Washington Transportation Commission

*\*Weighted majority vote based on population. A two-thirds vote is required if a county and all the cities in that county call for such a vote.*

# Agency Profiles: Observations

- The Bay Area is the only major region in CA that does not combine land use and transportation planning in one agency, with an integrated MPO and COG
- Nationally, regional transportation and land use planning generally occur within a single organization in major metropolitan areas
- Regional governance structures tend to have consensus-building voting structures
- In two of three national models evaluated, the COG staffed an independent MPO Board
- Both MTC and SANDAG have significant operational responsibilities in addition to regional planning responsibilities

# Statutory Duties under SB 375

- Each of California's MPOs must prepare a sustainable communities strategy (SCS) as an integral part of its regional transportation plan
- As the region's MPO, SB 375 requires MTC to include a SCS in its RTP
- SB 375 set forth specific statutory responsibilities for MTC and ABAG regarding preparation of information related to SCS

# SB 375 Statutory Duties Regarding Preparation of Information

## **MTC's statutory responsibilities:**

- Identify a transportation network to service the transportation needs of the region
- Allow the regional transportation plan to comply with Section 176 of the federal Clean Air Act

## **Joint statutory responsibilities:**

- Set forth a forecasted development pattern for the region which, when integrated with the transportation network will reduce greenhouse gas emissions

## **ABAG's statutory responsibilities:**

- Identify the general location of uses, residential densities, and building intensities within the region
- Identify areas within the region to house all the population of the region, including all economic segments during the planning period of the RTP and an eight year projection of the regional housing need
- Gather and consider the best practically available scientific information regarding resource areas and farmland
- Consider state housing goals

# SB 375 and Local Land Use Control

- “(K) Neither a sustainable communities strategy nor an alternative planning strategy regulates the use of land, nor, except as provided by Section J (review of the SCS by the Air Resources Board), shall either one be subject to any state approval. Nothing in a sustainable communities strategy shall be interpreted as superseding the exercise of land use authority of cities and counties within the region...Nothing in this section shall require a city’s or county’s land use policies and regulations, including its general plan, to be consistent with the regional transportation plan or an alternative planning strategy.”

# Next Steps

- At the next joint meeting with the MTC Planning Committee and the ABAG Administrative Committee – Merger Study on March 25:
  - Financial forecasts for MTC and ABAG
  - Alternative models/options for consideration by the respective committees and analysis criteria
  - Summary of stakeholder and engagement comments and themes to the extent the meeting schedule permits compilation in time for March 25



# Thank You



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